5.0 ADMINISTRATIVE SERVICES BUREAU

The Administrative Services Bureau is one of three bureaus within the Metropolitan Nashville Police Department organization structure. The Bureau provides administrative support over employee relations issues, training, special administrative projects and research, professional standards, files and records maintenance, court case coordination, and other related activities. The Bureau is composed of seven divisions, including the following:

- Communications Division
- Inspections Division
- Personnel Services Division
- Planning and Research Division
- Records Division
- Safety Coordinator Division
- Training Division

Activities and functions within the Bureau, directed by an Assistant Chief, include:

- conducting personnel recruitment;
- preparing, analyzing, storing, and securing personnel files;
- providing safety and security programs for department facilities;
- coordinating matters regarding court case preparation and court appearances by department personnel;
- monitoring personnel performance;
- developing and operating training programs; and
- preparing, analyzing, and storing of police records.

General Order 99-03 clarifies some of the Bureau's responsibilities by noting that the commander of the Administrative Services Bureau is directly accountable to the Chief of Police for the proper administration, general management, and control of all matters related to the operation of the Bureau. In the current organization structure, the



position of Assistant Chief of the Administrative Services Bureau reports to the Deputy Chief of Police.

Objectives for the Administrative Services Bureau noted in the 2001 budget include:

- Increase the percentage of minority Police Officer trainees hired;
- Increase training for personnel; and
- Have the Police Department mirror the racial makeup of the community.

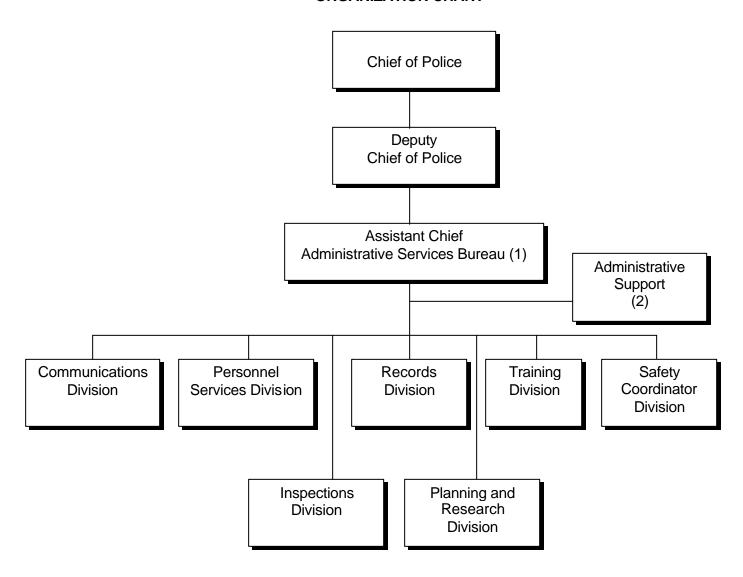
An Assistant Chief, a sworn position, manages the Bureau. This position is assisted by a Police Executive Assistant position. An additional support position, Police Operations Assistant 3, is vacant.

The Administrative Services Bureau is organized into the seven divisions, as noted below. The organizational structure of the divisions is confirmed in report sections 5.1 through 5.7. The current organizational chart is shown as Exhibit 5-1.

In recommendations made in Chapter 4.0, Investigative Services Bureau, two current divisions of the ISB are proposed for reassignment to the Administrative Services Bureau. These are the Evidence Division and the Vehicle Impound Division. The last division, which was formerly part of the Evidence Division, is being proposed for reassignment as a section of the Evidence Division. These recommendations are reflected in Exhibit 5-14 at the end of this chapter.



EXHIBIT 5-1 ADMINISTRATIVE SERVICES BUREAU ORGANIZATION CHART





FINDING 5-1

The Bureau Chief previously served in the role of Legal Advisor and continues to be relied upon for legal input and analysis. The Legal Advisor position that was eliminated was more than a legal position; it was, in effect, the administrative coordinator for the Chief, looking after the routine daily administrative affairs of the office. However, the reliance on the Bureau Chief for continuing legal advice impacts on the time available for him to focus on the Administrative Services Bureau.

RECOMMENDATION 5-1

<u>The Department should demand less of the Bureau Chief as Legal Advisor.</u> The appropriate assignment of such duties is for the attorney assigned to the Department from the Department of Law.

IMPLEMENTATION STEPS

1. The Police Chief should clarify the responsibilities of the Legal Advisor and the Assistant Chief.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

5.1 Communications Division

The Communications Division is responsible for developing and maintaining a system to receive and process all incoming requests for police services as well as for developing and maintaining systems to transmit information to various components of the department.

The Division is managed by a Lieutenant, who is assisted by five Communications Supervisors. Three of the Communications Supervisors are responsible for the three shifts. One of the supervisors directs a "quality assurance" or support section; the other supervisor is responsible for Division training. The Lieutenant reports to the Assistant Chief of the Administrative Services Bureau and is responsible for managing all matters related to the operation of the division.

The Communications Division operates a 24-hour per day, seven days per week operation. Three shifts (A, B, C) are deployed to cover all hours of operation. A Support



Section, directed by a Communications Center Supervisor, has been established to engage in quality assurance activities, conduct research for court cases, make duplicate tapes as needed, and ensure that generators and phones are in working order at all times. A Training Section, directed by a Communications Center Supervisor, is responsible for preparing new personnel to work as dispatchers.

The Division has not established written goals that pertain to the delivery of emergency 911 services. No written performance standards were noted to the project team.

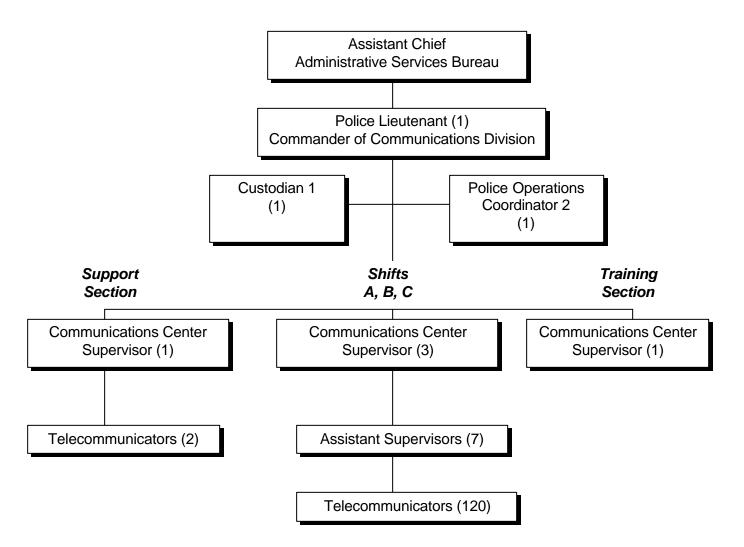
At the time of the initial interview in the Communications Division, there were 14 vacancies in the Telecommunicator I classification, and 25 people in training for a Telecommunicator position. Staff indicated that it takes approximately seven to eight months to fully train an individual for the position.

A Communications Center Supervisor supervises each shift. A Communications Center Supervisor also directs the Support Section and the Training Section. Only one position is sworn.

The organizational chart for this section is shown in Exhibit 5-2.



EXHIBIT 5-2 COMMUNICATIONS DIVISION ORGANIZATION CHART





COMMENDATION

■ Active work is being accomplished internally regarding quality assurance and telephone system upgrading.

The Gartner Group has conducted a major study of the E-911 system, and many concerns identified during our review of the operation have already been addressed by the previous study. We will confine our remarks in this area to those areas in which additional issues have been identified.

FINDING 5-2

The Division has not established written goals that pertain to the delivery of emergency 911 services. No written performance standards were provided to the project team. Informal goals include answering 911 calls within six seconds and nonemergency calls within 30 seconds.

RECOMMENDATION 5-2

Goals and objectives for the division should be prepared, as required by General Order 98-1 (on MPD Form 025) and adopted by the Police Department management. While this recommendation is a desirable goal for the entire organization, it is especially needed in the area of communications due to the criticality of the function. Standards of performance for service delivery should be developed and adopted by the Police Department management.

IMPLEMENTATION STEPS

- The Assistant Chief for Administrative Services and the Communications commander should draft initial goals and objectives for consideration by Police Department management.
- 2. Police Department management should review and comment on the recommended goals and objectives.
- Recommendations on goals and objectives for the Communications Division should be forwarded to the ECD Board.

FISCAL IMPACT

There is no fiscal impact for this recommendation.



FINDING 5-3

<u>Security staffing at the communications facility is limited.</u> Due to the configuration of the current facility and the current level of staffing, security at the center is inadequate. Security Officers cannot secure all parts of the facility with only one officer. A security check in the rear part of the facility creates an exposure at the entrance to the facility. This facility is one of the most valuable assets of the department and the city. It requires protection.

RECOMMENDATION 5-3

A second security position should be added to the facility. Depending on the manner in which the new communications facility is constructed and the related security actions taken to secure the building, the recommended level of staffing noted here may not be required in the new center. Until the new building is constructed, however, additional security is needed. Five positions are required for 24-hour staffing of one additional security position.

IMPLEMENTATION STEPS

1. Hire an additional five Security Officer positions for the Communications facility.

FISCAL IMPACT

The fiscal impact for five Security Officer positions, at an entry rate of \$24,000 plus benefits, is \$156,000, plus benefits.

FINDING 5-4

<u>Enhanced expediting of calls during the evening and night shifts is needed</u>. During the day shift, a sworn Lieutenant position is in charge of the Division. The presence of a sworn officer in the communications center has been effective in expediting calls and facilitating good relationships between dispatch staff and Police Officers. There are no sworn officers assigned to the communication center during the evening and night shifts.

RECOMMENDATION 5-4

Police Sergeant positions should be assigned to the evening and night shifts. These assignments should be made carefully, to ensure that the authority of the Dispatch Supervisor is not undermined. The Police Sergeant assignment is not conceived as a position with direct supervision. It should be designed as a facilitative position to preserve excellent communications and information exchange between Dispatchers and Police Officers on shift.

IMPLEMENTATION STEPS

1. Identify appropriate Sergeant positions to assign to the communications center.



2. Make Sergeant assignments from current sworn positions.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-5

Of the total calls, a substantial number of nonemergency calls are "junk" calls that reduce the productivity of dispatchers. While these types of calls will always exist in any emergency communications system, the volume of calls in Nashville is substantial, compared to the project team's observations of other systems. New equipment is being considered that will enable staff to view the status of calls on the nonemergency lines. The number of "junk" calls to the Communications Center is perceived as one of the most significant operational concerns of Dispatch supervisors and staff. The problem is significant enough to warrant additional staff attention.

RECOMMENDATION 5-5

Methods to aggressively attack the problem of excessive nonemergency calls should be pursued in a multifaceted approach. The problem should be more fully documented and communicated to management through dispatch activity reports by the Support Section of the Communications Division. Alternative technology improvements should be identified and recommended to Police Department management. Creative changes should be explored through staff work, and methods to redirect calls to another location should be identified and implemented if practical.

Consideration should also be given to establishing a "311" nonemergency number. In other communities the use of 311 as a primary nonemergency reporting number, just like 911 is used for emergency reporting, has proven to be very helpful in reducing the number of nonemergency calls coming to the 911 lines.

Work teams should be established within the Division to identify alternatives to reducing the number of "junk" calls.

IMPLEMENTATION STEPS

- 1. The Support Section supervisor should develop documentation from existing data in report format for internal review.
- 2. Create an internal team of Dispatchers and supervisors to attack the specific problem of excessive "junk" calls.
- 3. The feasibility of establishing a "311" nonemergency number should be determined. If determined to be desirable, the 311 system should be established, preceded by a major public information campaign.



4. The internal team should develop a series of recommendations for Police Department management review.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-6

The percentage of abandoned E-911 calls is excessively high. In the experience of the project team through previous projects, the percentage of abandoned E-911 calls does not typically exceed 4 to 5 percent. The percentage of abandoned E-911 calls in Nashville has risen progressively over the past several years, from 3.14 percent during a nine-month period of 1998 to 5.68 percent during the same nine-month period of 2001. This level of abandoned calls should be cause for serious review throughout the chain of command. Communications staff attribute the increase to lack of staffing.

The Communications Division has been keeping track of the number of abandoned calls after 10 seconds. Exhibit 5-3 identifies some key data for that criterion.

EXHIBIT 5-3 COMMUNICATIONS DIVISION ABANDONED CALLS

Performance Measure	Jan – Sep 1998	Jan – Sep 1999	Jan – Sep 2000	Jan – Sep 2001
Percentage of E-911				
calls abandoned	3.14%	3.20%	5.13%	5.68%
Percentage of "other"				
calls abandoned	7.02%	7.38%	10.62%	12.85%

Source: Communications Division reports

RECOMMENDATION 5-6

MNPD management should aggressively pursue an answer to the increasing percentage of abandoned E-911 calls. Actions include identifying the true underlying cause of the increase, and producing a report identifying solutions.

IMPLEMENT ATION STEPS

- 1. The Support Section supervisor should develop documentation from existing data in report format for internal review.
- 2. The Communications Commander should review the data and develop a series of recommendations for Police Department management review.



FISCAL IMPACT

There is no fiscal impact for this recommendation.

5.2 Inspections Division

The Inspections Division is composed of three sections, including the Inspection Section, Court Appearances Section (composed of Court Appearances and Legal Resources units), and Facilities Security Section. This division is managed by a Commander who reports to the Assistant Chief of Administration.

The primary objectives of the Inspections Division include:

- the review of police department personnel compliance with rules, regulations, policies, procedures, and other directives of the department;
- the maintenance of a comprehensive program regarding court appearances by department personnel; and
- the maintenance of an effective program to ensure the security of department facilities and enforce parking regulations in and around those facilities.

The staff inspections program of the Inspections Section is designed to evaluate the appearance, conduct, and duty performance of personnel and the condition of equipment and facilities, determine the manner in which line personnel discharge their supervisory duties, and determine the degree of compliance with department directives. Staff conduct field inspections to determine the efficiency of field operations, evaluate department operating procedures and their effect, and recommend changes in department operations. Staff receive, sort, analyze, and file tachograph reports as part of their duties. Tachograph reports indicate the speed of the patrol car, and whether or not emergency lights on the patrol car are in operation.

The Court Appearance Section ensures the attendance of personnel in all judicial proceedings by distributing subpoenas or otherwise making official notifications,



maintaining records of document notifications, and reporting to the commander any person who fails to appear in court. Staff also approve compensation for appearances by department personnel; audit court appearance compensation records; report personnel for noncompliance with the rules, regulations, policies, and procedures of the department; assign traffic court dates for all uniformed police officers; and appear before the Grand Jury to present driver's license cases.

The Facilities Security Section provides security to the Communications Center and the Police Administration building. Staff includes non-sworn Property Guards. One civilian assigned to the section handles the security of access keys for the department.

The Inspections Division is staffed by 38 positions. Ten of the positions are sworn positions. The organizational chart for this division is shown as Exhibit 5-4.

COMMENDATION

The Inspections Unit is highly organized.

FINDING 5-7

The division has not established written goals that pertain to the delivery of services within the division. Without written goals, it is impossible to track the intended performance of the division.

RECOMMENDATION 5-7

Goals and objectives for the division should be prepared (as required by General Order 98-1) on MPD Form 025. This division is one of the most organized and focused divisions within the Administrative Services Bureau. However, the development and adherence to written goals and objectives is a highly desirable action.

IMPLEMENTATION STEPS

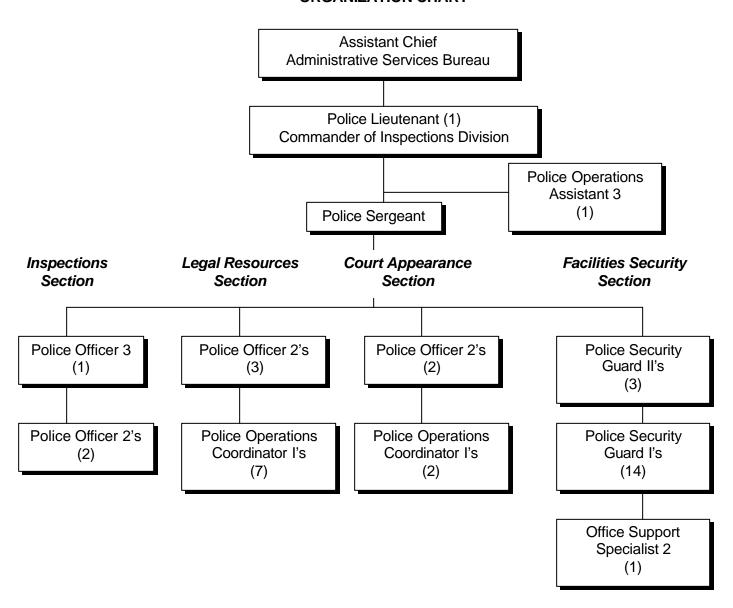
1. The Inspections Lieutenant should work with staff to prepare a set of goals and objectives in accordance with MPD Form 025.

FISCAL IMPACT

There is no fiscal impact for this recommendation.



EXHIBIT 5-4 INSPECTIONS DIVISION ORGANIZATION CHART





FINDING 5-8

MNPD makes extensive use of Tachographs. The receipt, sorting, and filing of tachograph charts/activity sheets is a daily task performed by officers assigned to the Inspections Unit (114,612 in 2000). This activity requires a daily time commitment of several staff hours of Police Officers assigned to Inspections. The tachographs provide information concerning the speed of operation of patrol vehicles and whether emergency lights and siren were activated.

The tachograph information is used to verify vehicle speed and use of emergency equipment when complaints are received or when accidents occur. This information has been useful in both proving and disproving allegations against officers and in the defense of lawsuits.

RECOMMENDATION 5-8

Continued use of tachographs should be evaluated. While the use of tachograph charts and production of activity sheets is at times helpful, this information is not used frequently. Due to the labor involved in maintaining this type of information, this is an unusual practice in police departments. When the computer aided dispatch (CAD) system will enable the use of automatic vehicle locators, and when it can accommodate information about travel time and vehicle speed, there will no longer be a need to maintain tachographs. When the CAD system upgrades can be achieved, the use of tachographs should be discontinued. Metro should evaluate the benefits of using tachographs in the interim. Ceasing the use of tachographs and the subsequent elimination of chart filing will enable Police Officers assigned to Inspections to conduct a greater number of staff inspections.

IMPLEMENTATION STEPS

- 1. The department should pursue obtaining CAD enhancements to replace the information now provided by tachographs.
- When the CAD system is upgraded, the Assistant Chief of Administrative Services should direct that the practice of reviewing, sorting, and filing tachograph charts be stopped.

FISCAL IMPACT

There is no fiscal impact for this recommendation. CAD enhancements are being planned. The proposed automatic vehicle locator system should be part of these enhancements.

FINDING 5-9

The functions of legal assistance and court preparation and appearances are distinct functions from staff inspection functions. Further, Legal Resources has an unusual organization structure. Two Police Officers, who are lawyers, are in charge



depending on the shift. Communication on legal matters is primarily through the Assistant Chief, not the Sergeant or Lieutenant.

RECOMMENDATION 5-9

<u>Legal Resources section should be entitled Legal Services Division.</u> It should be directed by a sworn supervisor with legal training, seek out greater coordination with the District Attorney's office, consider bringing in a member of the District Attorney's Office, and report drectly to the Assistant Chief of the Administrative Services Bureau. See proposed organizational chart shown in Exhibit 5-5. A revised organizational chart for the proposed makeup of the Inspections Division is shown as Exhibit 5-6.

IMPLEMENTATION STEPS

- 1. Create a Legal Services Division through order of the Chief of Police.
- 2. Identify an appropriate incumbent at the Lieutenant level to fill the position of division commander for Legal Services.
- 3. Make the assignment to the Lieutenant position.

FISCAL IMPACT

Through transfer from within the Department, there would be no fiscal impact for this recommendation.

FINDING 5-10

The number of sworn versus non-sworn positions is slightly out of balance. Specifically, in the Court Appearance section, there is no compelling reason for the assignment of Police Officers to this function.

RECOMMENDATION 5-10

The two sworn positions (Police Officers) in the Court Appearance section should become civilian positions. The positions should be changed to one Police Operations Coordinator 2 and one Police Operations Coordinator 1. The Police Officer positions should be reassigned. Positions in the Inspections section should remain as sworn positions.

IMPLEMENTATION STEPS

- 1. Incumbents in the sworn positions in Court Appearances should be reassigned to a unit requiring sworn personnel.
- Appropriate vacant positions should be restructured to a Police Operations Coordinator 2 and a Police Operations Coordinator 1.



3. The Police Coordinator positions should be filled by qualified personnel.

FISCAL IMPACT

There will be no fiscal impact if positions are filled by reassignments.

EXHIBIT 5-5
PROPOSED ORGANIZATIONAL CHART
LEGAL SERVICES DIVISION

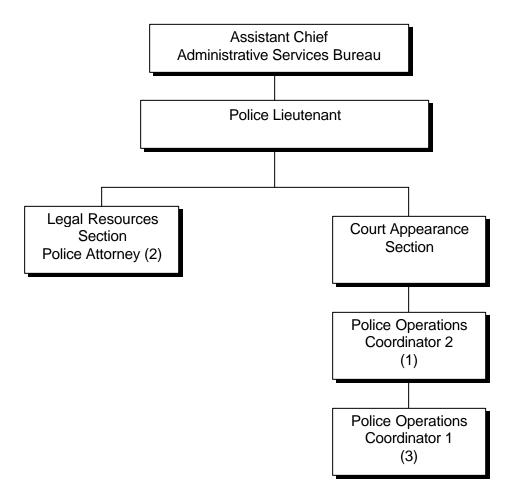
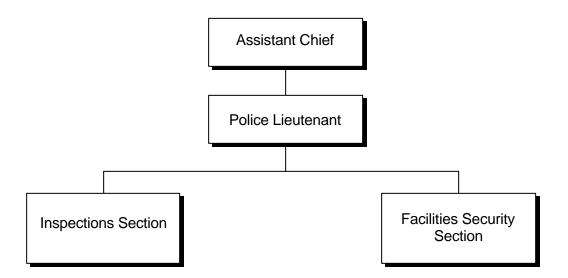




EXHIBIT 5-6 PROPOSED ORGANIZATIONAL CHART INSPECTIONS DIVISION



5.3 <u>Personnel Services Division</u>

General Order 99-03 indicates that the primary objectives of the Personnel Division are to develop and maintain efficient personnel records, prepare and maintain job descriptions, and develop and maintain an efficient personnel payroll system. The Personnel Division also notifies supervisors regarding performance evaluations, manages elements of the payroll program, documents personnel changes, interprets rules and regulations for employees, and manages the secondary employment program.

The Personnel Division is managed by a Captain. There are three organizational units within the Division. They are:

- Payroll Section: Employees in this section are responsible for verifying time submittals for employees, confirming personnel changes and data changes for payroll purposes, ensuring that the proper funds are billed for employee time worked, and preparing payroll authorization reports for Metro Human Resources.
- **Personnel Section:** Employees in this section process applications for civilian positions, conduct background checks for civilian positions, maintain employee files, post announcements for civilian



- and sworn positions, monitor interviews of potential employees, and handle personnel transaction documentation.
- Secondary Employment Unit: Employees in this unit administer the secondary employment program for the department. This responsibility includes the preparation, analysis, storage, and security of individual personnel extra-duty and/or secondary employment records including current residence, telephone, and other vital statistics; application and background information; records of extra-duty job attendance; records of reprimands, suspensions, and dismissals; and other records that may be required.

The Captain is directly accountable to the Assistant Chief of the Administrative Services Bureau for the proper administration, general management and control of all matters related to the operation of the division.

No written performance standards or workload indicators were provided to the project team for the Personnel Services Division. The Personnel Section does maintain approximately 2,000 personnel files for the Department. The Payroll Section has maintained daily logs in the past, but does not do so now. The function is driven by the demands of the payroll schedule. Secondary Employment staff have indicated that 43,484 hours were billed during the year 2000, and that over 100 requests for secondary employment are provided to the Secondary Employment Unit each day for handling.

The current organizational chart is shown as Exhibit 5-7.



ORGANIZATION CHART Assistant Chief Administrative Services Bureau Police Captain Commander of Personnel Services Division Police Sergeant (1) Secondary **Payroll Section Personnel Section Employment Unit** Administrative Administrative Police Sergeant (1) Services Officer 3 Services Officer 3 (1) (1) Office Support Police Operations Police Operations Specialist 2 (1) Assistant 1 (2) Administrative Assistant (1) Coordinator 1 (1) Administrative Police Operations Police Coordinator 1 (1) Assistant (1) Operations Assistant 3 (1)

EXHIBIT 5-7
PERSONNEL SERVICES DIVISION

FINDING 5-11

The division has not established written goals and objectives that pertain to the delivery of services within the division. There was also no organization chart or mission statement made available to the study team.



Recommendation 5-11

Prepare goals and objectives for the division (as required by General Order 98-1) on MPD Form 025. This recommendation is also presented as a departmentwide goal for the Police Department. The development and adherence to written goals and objectives is a highly desirable action.

IMPLEMENTATION STEPS

- The Assistant Chief for Administrative Services and the Personnel Services commander should draft initial goals and objectives for consideration by Police Department management.
- 2. Police Department management should review the recommended goals and objectives.
- 3. Goals and objectives should be formally adopted.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-12

<u>Standard operating procedures for the Personnel Section are not updated.</u>
Without updated operating procedures the personnel of the section are without guidance for daily operations.

RECOMMENDATION 5-12

<u>Document major procedures for significant work processes in manual format for the Personnel section.</u> Areas of need include the processing of applications, file maintenance, posting of announcements for positions, methods of conducting background checks, and methods for monitoring interviews of candidates.

IMPLEMENTATION STEPS

- 1. The Personnel Services Commander and staff should develop major procedures for application processing.
- The Personnel Services Commander and staff should develop major procedures for maintenance of personnel files.
- 3. The Personnel Services Commander and staff should develop major procedures for the posting of announcements for open positions.
- 4. The Personnel Services Commander and staff should develop major procedures for the conduct of



background checks on potential candidates.

5. The Personnel Services Commander and staff should develop major procedures for interviewing candidates.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-13

The incumbent Captain does not have formal training or background in personnel services or human resources. The human resources field is a very specialized one. Sworn supervisors will not be likely to have the background and experience to handle this position effectively. The current incumbent does not have sufficient training in this area. There is no compelling reason to have a sworn officer directing the Personnel function. It is common in police organizations this size for the human resources function to be commanded by a non-sworn human resources professional.

RECOMMENDATION 5-13

The Personnel Division commander should be provided with formal training in human resources. In the longer term, this division should be commanded by a non-sworn employee with a strong professional human resources background. In the short term, the current Captain in charge of this division should be provided with training opportunities in the human resources field. Ultimately, this area should be placed under the direction of a non-sworn employee with a strong professional human resources background.

IMPLEMENTATION STEPS

- 1. The Captain should be provided specific human resources training.
- 2. A highly qualified Personnel Services commander should be recruited and hired.

FISCAL IMPACT

Short-term training costs can be absorbed within the funds already available and/or recommended. The long-term need to acquire a qualified human resources professional to direct the Personnel Section would require an annual salary of \$60,000, plus benefits, totaling \$78,000.

FINDING 5-14

Background checks for sworn positions are conducted by recruiters organizationally located in the Training Division. The Personnel Division conducts background checks for civilian positions. The training Division recruiter does not



have sufficient time or staff to conduct comprehensive background checks. In addition, recruitment and checking of applicant backgrounds are typically treated and managed as personnel or human resources functions.

RECOMMENDATION 5-14

The two recruiter positions in Training should be transferred to Personnel Services and a Recruitment Section should be established. Recruiting and Training are separate and distinct functions within Human Resources and should be organized accordingly. The section should be staffed with two Police Officers.

IMPLEMENTATION STEPS

- 1. Establish a Recruitment Section within Personnel Services Division.
- 2. Reassign the recruiter from the Training Division and assign an additional Police Officer to the Recruitment Section.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-15

There is some similarity of functions with Metro Human Resources in terms of file maintenance, processing of applications, and handling of the hiring process. Areas of duplication are limited, and are primarily in file maintenance.

RECOMMENDATION 5-15

An electronic file management system that would be shared by Metro HR and the Police Department should be implemented to eliminate duplicate sets of files and to alleviate storage problems.

IMPLEMENTATION STEPS

1. Work closely with Information Technology staff to establish a shared electronic file management capacity.

FISCAL IMPACT

There is no fiscal impact for this recommendation, as Metro is in the process of acquiring a governmentwide system.



FINDING 5-16

There is duplicate data entry being performed to process the payroll. There are 39 offices entering payroll data in the "Majic" system that is then "validated" and corrected as needed by the Police Payroll section. A chief function of police payroll is to "take away" or reduce accrued time from submitted data to ensure accurate pay amounts. Data are then sent to central payroll for review and ultimate paycheck production. Other Metro departments are able to upload data through the central Metro finance Fastnet system. In the Police Payroll section this is not possible, resulting in an excessive amount of duplicate data entry and verification due to inefficient software relative to system demands. This results in many hours of added work per pay period. Limitations of the police payroll system also limit operational scheduling flexibility.

RECOMMENDATION 5-16

A higher priority needs to be placed on finding an enhanced automated solution for the Police payroll processing that will automatically interface with payroll. The duplicate data entry now required by the incompatible systems needs to be eliminated. There is a Fastnet "labor management" module being brought on line for all Metro agencies. This module should be evaluated to determine if it can replace the current MNPD system, allowing the use of only one system for processing payroll.

IMPLEMENTATION STEPS

- 1. The Office of the Chief should identify this need as a high priority and ensure that greater attention is placed on resolving the problem.
- 2. An evaluation of the upcoming Fastnet labor relations module should be conducted to determine if duplicate payroll data entry can be eliminated.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-17

Secondary employment billing and risk management practices should be evaluated. Currently, all assignments involving an off-duty officer plus a Metro marked police vehicle are required to be scheduled and billed through the Police Secondary Employment Unit (SEU). Other off-duty assignments are also scheduled through the SEU at the discretion of the business requesting security, but since most off-duty assignments do not involve the use of a Metro vehicle and since the rates charged through the SEU are relatively high, the SEU schedules only an estimated 10 percent of all off-duty assignments. Using full cost recovery, the hourly rate for an officer starts at \$44.

Federal law does not require that officers' time worked through the SEU on non-Metro security jobs be included with regular time worked for the purposes of overtime pay, but



the rate Metro pays approximates the overtime rate of pay. The resulting pricing structure makes the hiring of Metro officers through the SEU higher than it has to be to recover necessary costs. The decision to pay this rate was based partly on the fact that the overtime rate of pay does have to be paid to officers working off duty for other Metro agencies, and the Department administration believed that officers would be reluctant to take off-duty assignments for private businesses scheduling work through the SEU when they could earn overtime for off-duty Metro agency jobs.

Another issue surrounding the SEU is Metro's exposure to liability when officers work off-duty security jobs that do not go through the SEU. Since Metro can be found to be liable for actions of off-duty police officers working for private businesses, the question of whether all secondary employment should be scheduled and billed through the SEU in order for Metro to be compensated for the risk of loss often arises. An equally important issue is whether off-duty officers would be better protected in the event of injury or other events if they worked all private security jobs through Metro.

It should be noted that our review of peer agencies revealed no established standard practice for the management of off-duty police employment, and Metro's practices are not unusual.

RECOMMENDATION 5-17

<u>The Police Department should work with the Metro Legal and Finance Departments to evaluate Secondary Employment practices.</u>

Metro should consider whether alternative approaches to secondary employment practices would be beneficial. This evaluation should include consideration of the SEU rates paid to officers working off duty for private businesses and whether adjusting those rates to make the hiring of officers through the SEU more competitive, while still recovering all costs, would be advantageous to Metro and the officers. Metro should also ensure that secondary employment, whether through the SEU or through private security companies, is managed in a manner that minimizes Metro's exposure to liability.

IMPLEMENTATION STEPS

- The Chief of Police should direct the Strategic Deployment Division, in conjunction with the Metro Legal and Finance Departments, to conduct an evaluation of the current Secondary Employment Program.
- 2. The review should evaluate current practices and rates and should explore the benefits and costs of expanding the scope of the current SEU.
- 3. Establish appropriate policies and rates.
- 4. Implement.



FISCAL IMPACT

There will be no fiscal impact from this review.

5.4 Planning and Research Division

The Planning and Research Division is composed of a Planning Section, a Crime Analysis Unit, and an Accreditation Unit. An organizational chart for that division is provided as Exhibit 5-8. A Captain manages the Division. Seven of the total number of positions (12) are sworn. The major functions being performed within the division include the preparation of general, special, and procedural orders for consideration by police management, the conduct of special research projects, the analysis of crime data, and the management of documentation for the accreditation update anticipated in 2002. General Order 99-03 indicates that the primary objectives of the **Planning Section** include:

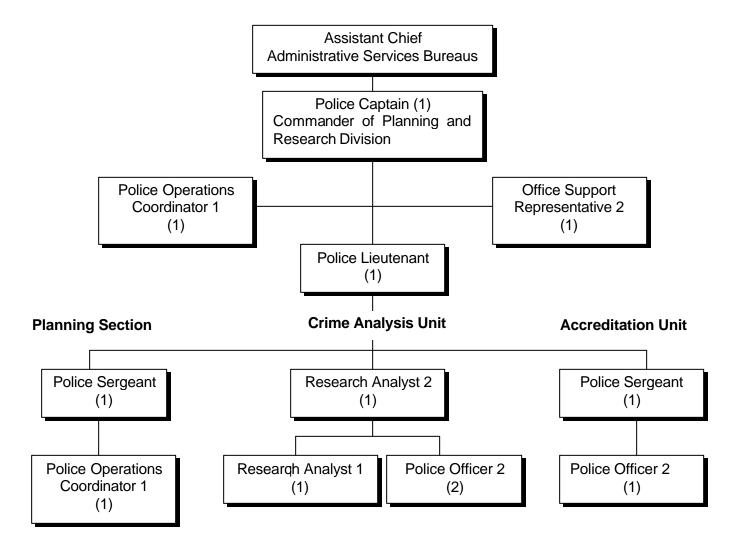
- review and analysis of all available data to aid in the formulation of long- and short-range plans, and developing policies and procedures and other regulations regarding the operation of the department;
- development and control of departmental forms, written directives, and other printed material;
- examination of proposed procedural changes to determine if they conflict with established policies and accreditation standards; and
- research and development of grant applications as well as the maintenance of all approved grants;

General Order 99-03 indicates that primary objectives of the **Crime Analysis Unit** are to:

- collect, collate, and analyze crime data within the jurisdiction of the department in order to identify problem areas to facilitate the effective deployment of departmental resources;
- disseminate analyzed crime information to the appropriate components;



EXHIBIT 5-8 PLANNING AND RESEARCH ORGANIZATION CHART



- analyze feedback in order to evaluate program effectiveness; and
- develop and maintain a special record file designed to provide analytical information concerning criminal matters.

The primary objectives of the **Accreditation Unit**, as noted in General Order 99-03,

include:

 enhance department effectiveness and efficiency in the delivery of law enforcement services;



- improve cooperation and coordination with other law enforcement agencies and other components of the criminal justice system; and
- increase citizen and employee confidence in the goals, objectives, policies, and practices of the department.

Staff indicated that there were a total of nine grants in place at the current time with a value of over \$2 million. Grant management is being handled by the Lieutenant position within the division.

No written performance standards or workload indicators were provided to the project team for the Planning and Research Division. Examples of reports were provided and reviewed. The accreditation process and documentation must be managed in a timely manner to ensure success.

COMMENDATION

■ The accreditation process is on schedule.

FINDING 5-18

The work being performed in this division is not focused on long-term planning. Long-term police planning or multiyear research is not accomplished within the Research and Planning Division. The activities relate more to general order development, special projects related to review of criminal activity, and accreditation. Staff assigned to the precincts conduct street level crime analysis. Information Services Division is the clearinghouse for officer reports and generates "canned" reports, while Research and Planning Division generates more specialized reports from command staff requests. There is overlap, not duplication. There is limited synergy between the Information Services and Planning and Research staffs.

RECOMMENDATION 5-18

Research and Planning staff should be reassigned to the proposed Strategic Deployment Division. The newly created division should be tasked with a mission to accomplish planning and research that is long-term in scope, along with other recommended functions. Special projects requested by command staff should remain as part of the mission; however, inclusion of projects should meet strict guidelines to be included.

IMPLEMENTATION STEPS

1. Transfer Research and Planning staff to the Strategic Deployment Division.



FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-19

<u>There is an excess number of sworn positions in Crime Analysis.</u> Crime Analysis positions (4) currently include two sworn positions. There is nothing to compel these positions to be sworn.

RECOMMENDATION 5-19

The two sworn positions currently assigned to the Crime Analysis section should be designated as civilian positions skilled in analysis. Incumbents with appropriate backgrounds should fill these staff positions. These positions and the Crime Prevention function are proposed for transfer to the Uniform Services Bureau.

IMPLEMENTATION STEPS

- 1. Transfer the two sworn positions in Crime Analysis to Uniform Services.
- 2. Evaluate the need for qualified crime analysis personnel to be added to Strategic Deployment.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

5.5 Records Division

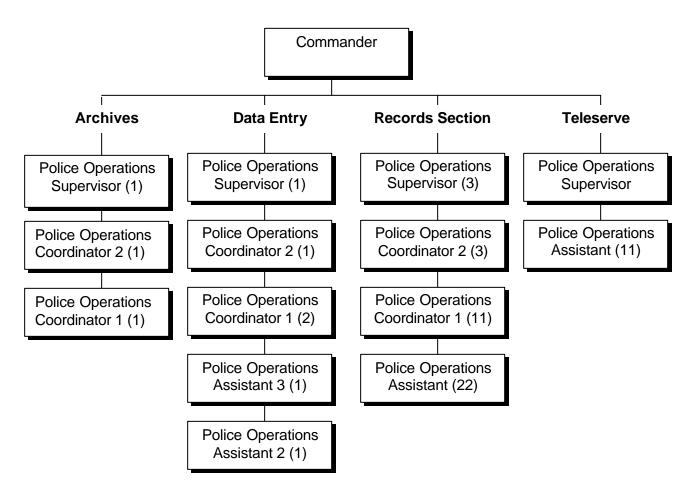
The Records Division is composed of three sections and a unit. These include the Records Section (A, B, and C shifts), Teleserve Section, Data Entry Section, and Archives Unit. The primary objective of the Records Division is to develop and maintain law enforcement records required to transact the official business of the department. The Data Entry Section compiles and enters facts and information derived from department reports into the computer system. The Teleserve Section screens specified calls for service to determine if an investigation at the scene of the incident will be beneficial in its resolution. The Archives Unit stores and maintains all department records that are to be kept for future reference, and the destruction of those records that are no longer needed.



The commander of the Records Division is directly accountable to the commander of the Administrative Services Bureau for the proper administration, general management, and control of all matters related to the operation of the division.

The Records Division is staffed by 63 positions. Three of the positions are sworn positions. The current organizational chart is shown as Exhibit 5-9.

EXHIBIT 5-9
CURRENT ORGANIZATION CHART
RECORDS DIVISION



COMMENDATION

The Archives Unit has made improvements in its physical environment and in its ability to retrieve records efficiently.



FINDING 5-20

<u>Standard Operating Procedures for the Division are not updated.</u> No written performance standards were provided to the project team for the Records Division.

RECOMMENDATION 5-20

<u>Standard Operating Procedures for the Division should be updated.</u> Included within the SOPs should be expected performance standards.

IMPLEMENTATION STEPS

1. Record Division management and staff should work in appropriate teams (within work units) to update SOPs.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-21

The current manager of the Records Division is sworn, but brought no background in records management to the position. There is no compelling reason for management of the division to be sworn. A manager of this function should have substantial background in the field.

RECOMMENDATION 5-21

A highly experienced incumbent should be sought to direct the Records Division. This should be a high priority for the Department. The Department should make the position high enough in the pay structure to obtain the needed experience. Certification as a Police Officer would be helpful but should not be mandatory.

IMPLEMENTATION STEPS

- 1. Reassign the Police Lieutenant to a unit requiring sworn personnel.
- 2. Recruit and hire a highly qualified Records Commander.

FISCAL IMPACT

A highly qualified Records Commander will require an estimated \$60,000 in annual salary, plus benefits, with a total fiscal impact of \$78,000.

FINDING 5-22

<u>Scanning technology is not being utilized due to computer limitations.</u> A scanning system was recently implemented; however, due to limited memory in the hard drive of



the assigned computers, the advantages of scanning are not realized. Manual work is used rather than using the scanning equipment.

RECOMMENDATION 5-22

Substantial emphasis needs to be placed on ensuring that the scanning capacity for the division is maximized in order to reduce inefficient manual processes. For actions that are taken to address this problem, they should be accomplished in conjunction with the efforts being made Metrowide.

IMPLEMENTATION STEPS

 The Records Division Commander should focus administrative efforts on coordinating an effective implementation of scanning technology.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-23

<u>Process for input of data for police reports is not efficient</u>. An estimated 35 reports are returned each week from the data entry section to command staff for corrections prior to input in Data Entry. This is due to either incomplete reports or inaccuracies in the reporting of events. The reports are reviewed for completeness by supervisors in Data Entry prior to entry by Police Operations Assistants. Further, incident, profiling, and accident reports are completed by Police Officers, by hand, in the field, and then provided to Data Entry for input.

RECOMMENDATION 5-23

Accident and profiling reports should be completed by Police Officers in the field through laptops. Incident reports should be completed by Officers in the field to the extent possible. Further, Police Sergeants should be held fully accountable for accuracy in reporting. These changes would reduce the number of data entry staff needed to a core of four data entry positions, rather than the current 11 data entry positions. The function would be managed by the Police Operations Supervisor, assisted by the Police Operations Coordinator 2 position.

IMPLEMENTATION STEPS

- 1. A sufficient number of laptops should be provided to make the goal of field reporting a reality.
- As implementation of laptops and field input progresses, the number of data entry staff should be closely monitored for reduction.



FISCAL IMPACT

The cost of laptops and other information systems equipment has been addressed elsewhere in this report. Although the number of data entry staff would be reduced through full implementation, other areas of Records require additional staff, with the result that there would be no net increase or decrease in the number of support positions.

FINDING 5-24

There is unnecessary work duplication in Data Entry processes. Since February 2000, the Department has submitted reports to both UCR (Uniform Crime Reporting system) and the Tennessee Incident Based Reporting System (TIBRS). In addition to the duplication of work effort, this also increases the potential for error, as data entry staff must backtrack several screens and "X out" two or three crimes if there is more than one committed crime in the report.

RECOMMENDATION 5-24

Crime data reporting should be performed through the Tennessee reporting system rather than both UCR and state systems. This change will require less data entry time (up to three days of staff time per month) and make the department more consistent in its reporting with other agencies.

IMPLEMENTATION STEPS

1. The Chief of Police should direct staff to report according to the demands of the Tennessee reporting system rather than both the UCR and state reporting systems.

FISCAL IMPACT

This is a productivity improvement recommendation. There is no fiscal impact for this recommendation.

FINDING 5-25

The Teleserve function is not staffed from midnight to 7:30 A.M. A backlog is created nearly every night due to the 20 to 30 calls that occur during the midnight shift. The lack of response during the midnight shift may also result in inaccuracy of reporting if the person is not contacted until another shift or another day. The timely reporting of criminal offenses is critical to ensure immediate notification to field personnel and therefore potential capture of criminals. Quick reporting can also serve to mitigate further criminal acts.

RECOMMENDATION 5-25

The midnight shift for the Teleserve function should be staffed. Two Police Operations Assistant positions should be added to the shift.



IMPLEMENTATION STEPS

1. As implementation of data entry changes are made and the number of data entry personnel is reduced in Data Entry, two staff may be added to the Teleserve function.

FISCAL IMPACT

There is no net fiscal impact for this recommendation.

FINDING 5-26

The NCIC function (National Crime Information Center) is not staffed on a 24-hour basis. Staff is not assigned to this function other than during the day shift. As a result, reports that should be input during evening and night shifts will sit idle until the following day. Typically, there are between five and 25 stolen car reports that need to be input by the next morning. Delayed reporting of such cases can result in "cold" follow-up in the attempt to find perpetrators. Additionally, stolen cars may also be used for other criminal activity. The peer study found that Nashville has a high incidence of stolen cars.

RECOMMENDATION 5-26

The NCIC activity, as part of the Records Section, should be staffed on a 24-hour basis. This would require the assignment of at least two additional positions to the Records Section.

IMPLEMENTATION STEPS

1. As implementation of data entry changes are made and the number of data entry personnel is reduced in Data Entry, two staff may be added to the NCIC function.

FISCAL IMPACT

There is no net fiscal impact for this recommendation.

FINDING 5-27

There is no compelling reason for staff within the Archives section to be sworn positions. There are currently one Police Sergeant, one Police Officer 2, and one Police Operations Coordinator 1 positions that work in Archives.

RECOMMENDATION 5-27

The two sworn positions in the Archives section should be non-sworn positions.

The sworn positions now assigned to Archives are not required. There are no duties associated with these positions that require certification as a police officer. These positions should be reassigned.



IMPLEMENTATION STEPS

- 1. Eliminate the Police Sergeant and Police Officer 2 positions.
- 2. Establish Police Operations Supervisor and Police Operations Coordinator 2 positions.

FISCAL IMPACT

There will be no fiscal impact from this recommendation.

Summary of Records Division Staffing Recommendations:

Implementation of all changes would result in the same level of staffing. Fewer positions (7) would be needed in Data Entry, while more would be assigned in Records (5) and Teleserve (2). The Lieutenant position should be replaced by a Records Division Director. See proposed organizational chart shown as Exhibit 5-10.

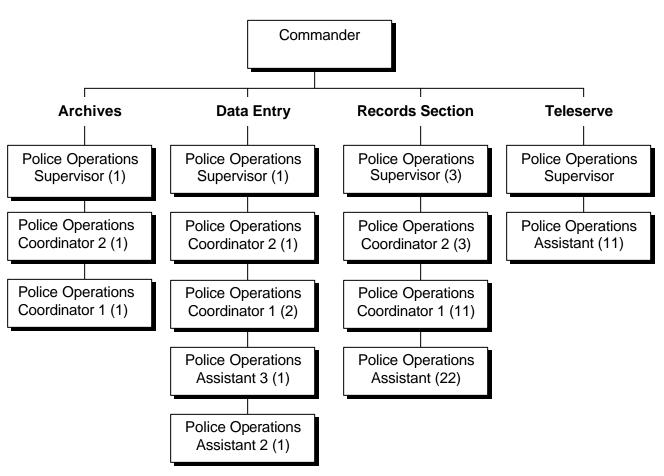
5.6 <u>Safety Coordinator Division</u>

The Safety Coordinator Division was until recently a unit within the Inspections Division. The division is directed by a Lieutenant, who serves as the Police Department's Safety Coordinator and is directly accountable to the commander of the Administrative Services Bureau. The primary objectives of the Safety Coordinator Division include the development and implementation of safety and security programs for department facilities and the development of an effective safety program designed to identify and eliminate hazards detrimental to personnel safety.

General Order 99-11 establishes the guidelines for the Safety Coordinator. The department is supposed to comply with all applicable federal, state, and local laws and ordinances pertaining to occupational injury, illness, accident, or vehicular crashes. The primary means of compliance is through the Safety Coordinator, who is accountable for the required administrative procedures for documenting events. The Safety Coordinator is required to work closely with the Metropolitan Department of Law/Insurance and Safety Division to facilitate compliance with relevant laws and regulations.







In 2000, there were 2,860 days lost due to various occurrences, such as hypertension/stroke (500 days) or driver-motor vehicle accidents (523). There were 700 days lost to light duty (an officer is assigned office work).

Budget data for the Safety Coordinator Division is included within the budget for the Administrative Services Bureau Command area. As a result, the data are not possible to extract from the existing budget format.

The Safety Coordinator Division is staffed by three positions. One of the positions is a sworn position.



FINDING 5-28

No formal documentation of this function as a division has been identified. Its previous organizational location was the Inspections Division, whose commander is a Lieutenant. The Safety Coordinator recently achieved Lieutenant status. The reporting structure became an issue. The safety function in most organizations is typically associated with the personnel or human resources function.

RECOMMENDATION 5-28

The safety coordination function should be organizationally situated in the Personnel Division, as a section of that Division.

IMPLEMENTATION STEPS

1. Establish Safety as a section within the Personnel Division.

FISCAL IMPACT

There is no fiscal impact for this recommendation.

FINDING 5-29

No compelling reason has been given for the supervisory position to be sworn. The safety officer does not supervise any sworn staff or carry out any specific law enforcement duties. While an understanding of the basic functions of law enforcement is certainly necessary, this position does not exercise any police powers.

RECOMMENDATION 5-29

The Safety Coordinator position should be filled by an incumbent with a background in safety program management. The position should not be established as a sworn position. The department should seek a non-sworn professional with a background in safety coordination and loss prevention.

IMPLEMENTATION STEPS

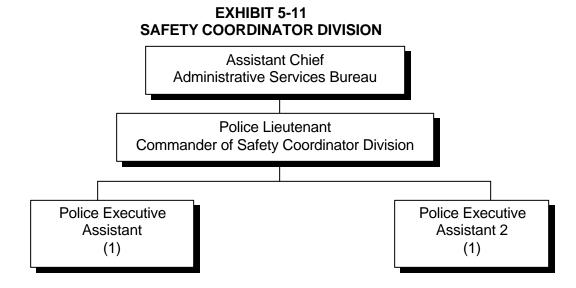
- 1. Reassign the Police Lieutenant to a unit requiring sworn personnel.
- 2. Recruit and hire a highly qualified safety and loss prevention professional.

FISCAL IMPACT

A highly qualified safety and loss prevention professional will require an estimated \$65,000 in annual salary, plus benefits, totaling \$84,500.

The current Safety Coordinator Division is organized as noted below in Exhibit 5-11.





Shown below as Exhibit 5-12 is the proposed organizational chart for the Safety Section.

EXHIBIT 5-12
PROPOSED ORGANIZATIONAL CHART

Police Executive
Assistant (1)

Personnel Division

Safety Coordinator

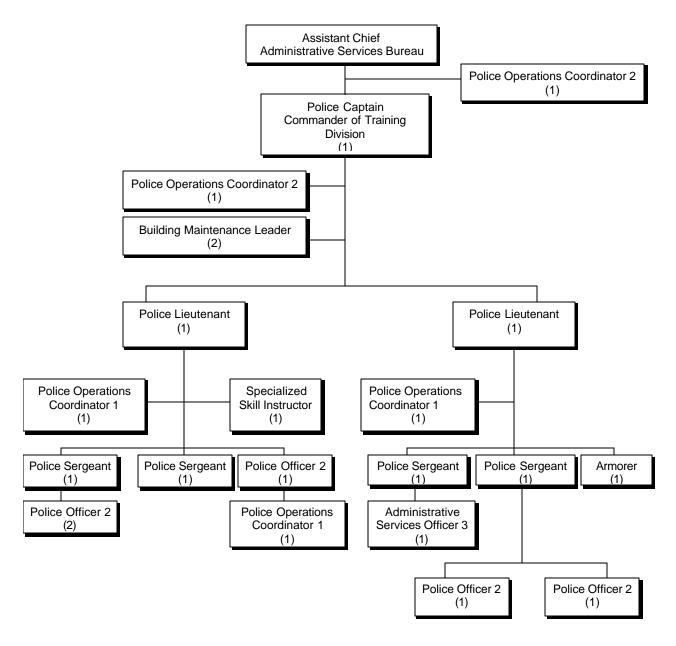
Police Executive
Assistant 2 (1)

5.7 <u>Training Division</u>

The Training Division is composed of two sections. These include the Operations and Academics Section and the Confrontation Management/Physical Training Section. The Training Division is directed by a Police Captain. A Police Lieutenant directs each of the sections. The current organizational chart is shown as Exhibit 5-13.



EXHIBIT 5-13 CURRENT ORGANIZATIONAL CHART TRAINING DIVISION



General Order 99-03 identifies critical objectives for the Training Division, including:

- the development of the most highly trained personnel possible;
- the development and maintenance of a system of examinations and evaluation;



- the development, preparation, and distribution of department training materials:
- the development of a comprehensive records file to account for all training materials;
- the establishment of an extensive firearms training program;
- the security and maintenance of all department firearms;
- the coordinating of educational, training, and other programs for department personnel; and
- the coordinating of all phases of the police intern program.

Objectives for the **Operations Section** include:

- the preservice instruction of Police Officer Trainees in the fundamentals of the police service program; and
- the development and implementation of extensive in-service instruction for both sworn and civilian personnel designed to improve knowledge in the areas of management and supervision, community relations, current changes in department policies, procedures, regulations, and the law.

The primary objectives of the Confrontation Management/Physical Training

Section include:

- the development and maintenance of an extensive physical fitness program designed to improve the overall physical condition of department personnel;
- the development and maintenance of an extensive defensive tactics program designed to improve the capabilities of all sworn personnel in exercising minimum degrees of force in the apprehension and custody of persons;
- the development and maintenance of an extensive firearms training program designed to develop and improve the proficiency of sworn personnel in the safe use and care of firearms; and
- the maintenance and storage of all department firearms and related equipment.

Workload indicators and indicators of performance for the year 2000 were not provided to the project team. The work of the division is driven to a large extent by the recruit class training calendar and the requirement to ensure in-service training for sworn



department personnel. The training facilities allow for up to 50 attendees at each inservice training program.

The Training Division is staffed by 23 positions, 12 of which are sworn. The Training Division is organized as noted below.

COMMENDATIONS

- The division has created a mission statement and set of goals and objectives for this fiscal year.
- The division is generally well organized and prepared.
- Instructors demonstrate their dedication and interest in their work.

FINDING 5-30

There is lack of consistency and insufficient documentation of the Field Training Officer training program. This results in less structure and consistency than desired in the Field Training Officer (FTO) program. As a result of the lack of consistency, new personnel receive varying training guidance. While all training officers and trainees are assigned to the Patrol Division, the Training Division is now responsible for the FTO program.

RECOMMENDATION 5-30

<u>Standard Operating Procedures for the FTO program should be rewritten to ensure consistency in the program.</u> Greater involvement at the operations level of the program should occur at the Lieutenant level to ensure program viability and recognition of importance of the FTO program. The program responsibility for the FTO program should also be shifted to the Patrol Division (under the new structure, the Office of the Deputy Chief for Field Operations).

IMPLEMENTATION STEPS

- Training Division management and appropriate Patrol Division staff, with the assistance of the Strategic Deployment Division, should rewrite SOPs for the FTO program.
- 2. The FTO program should be shifted to Field Operations for operational oversight.

FISCAL IMPACT

There will be no fiscal impact.



FINDING 5-31

A limited amount of training is done by staff in other bureaus or outside instructors. Training is done primarily by Training Division instructors. The Division does not often take advantage of the skills and knowledge of other highly qualified instructors. There are frequent opportunities to take advantage of training offered by other law enforcement agencies. Other training can be obtained from outside training providers, who will often allow a department to sponsor the training session, providing the location for the training, in return for a number of free training slots.

Various state and federal agencies, the District Attorney, the Office of Professional Accountability, and the courts can also be excellent sources of training support.

RECOMMENDATION 5-31

Greater emphasis and sufficient budget dollars should be dedicated to contracting with qualified trainers in the department and in the Nashville area. Typically, police departments will attempt to achieve the best mix of internal versus outside contractors or providers. There will always be special topics that cannot be covered adequately by departmental personnel. Among the areas that are well suited for provision by outside training providers are supervisory and management training.

IMPLEMENTATION STEPS

- 1. Identify trainers able to provide specific training services.
- 2. Budget an amount sufficient to provide some balance of internal versus external training.

FISCAL IMPACT

An amount of \$50,000 should be budgeted annually for training provided by external sources.

FINDING 5-32

Specific training needs exist in specialized areas, and there are ongoing needs for supervisory and management training. The department provides adequate amounts of in-service training for uniformed personnel. However, training needs in other areas are largely unaddressed. There is a specific need for an introductory training program for new detectives as one example. There is also a great need for training for new supervisors, and a need to provide higher level training for department senior managers.

RECOMMENDATION 5-32

A comprehensive training needs assessment should be conducted. It should be determined what training deficiencies exist, and specific training plans should be developed to address these needs. Many of these needs may be addressed by departmental personnel; however, some of these needs will be best addressed by the



use of outside training professionals, as addressed above in the previous recommendation.

IMPLEMENTATION STEPS

- Identify training needs in specialized areas. Identify ongoing training needed in the area of supervision and management.
- 2. Budget an amount sufficient to provide some balance of internal versus external training.

FISCAL IMPACT

There will be no fiscal impact for developing the training needs assessment. The fiscal impact for the provision of additional training in this area is estimated to be \$50,000.

FINDING 5-33

<u>Driver's Training is not adequate</u>. There were 523 days of work time lost in 2000 due to driver traffic accidents, resulting in lost wages of \$86,135.40. New police trainees receive 40 hours of driver training prior to being assigned to the road. In-service drivers training is periodic and reactive. Driver's training is currently being provided using older patrol vehicles that are frequently not the type of vehicle the officers actually drive while on duty. This means officers may be unfamiliar with the emergency driving characteristics of their assigned vehicle. They may have to learn how the car handles in emergency conditions while actually driving on public roads in emergency conditions. This places officers and the public at tremendous risk.

RECOMMENDATION 5-33

Additional driver's training should be provided to officers. A formal driver's training program should be developed and training provided on at least an annual basis. The best practice for driver's training is to require the officers to practice with their assigned car, or one that is of the same type. Officers assigned rear wheel drive cars need to be driving rear wheel drive cars of a similar make and type. Officers driving front wheel drive cars, likewise, need to drive cars of the type and make they normally operate. This type of training will increase proficiency and help to reduce the frequency of accidents of all types.

The use of driver's training simulators is also a common and very cost-effective training strategy. These simulators allow the practice of emergency driving maneuvers that would be dangerous or impossible to practice on the road. These simulators allow for individual instruction, so remedial training can be easily provided to individual officers. It is also convenient to provide training to a squad of officers on their own work schedule.



IMPLEMENTATION STEPS

- 1. Implement a policy that requires driver training to be conducted with vehicles similar to those assigned to officers, whenever feasible.
- 2. Purchase a simulator for driver training purposes.

FISCAL IMPACT

The estimated cost for this item is \$90,000. The department should determine whether other metro departments or other area law enforcement agencies may be able to share in the cost.

Proposed organizational chart for the Administrative Services Bureau reflecting the above recommendations follows as Exhibit 5-14.

EXHIBIT 5-14
PROPOSED ORGANIZATIONAL CHART
ADMINISTRATIVE SERVICES BUREAU

